Implementation Plan

8.0

8.1 Introduction

The near-term improvements identified in this study can be initiated immediately and completed within five years. The major transportation improvements (mid-term and long-term improvements) will take longer, and could be implemented over a 20 to 30 year time frame. Some of these proposed improvements are complex, and in order to implement successfully, will require additional analyses associated with environmental impacts and construction staging.

Generally, the process to implement a project will follow these basic steps:

- Establish the purpose and need for the project;
- Identify and acquire funding for the improvement;
- Conduct environmental evaluation, which would be dependent on the project and could vary between a Categorical Exclusion, Environmental Assessment, or Environmental Impact Statement;
- Prepare engineering plans;
- Acquire right-of-way (if required);
- Seek permits and approvals; and
- Undertake the actual construction.

Each of the projects identified in this study is unique and will have its own considerations and challenges, whether related to funding, design, or construction phasing of the project. For example, many of the near-term improvements could be implemented through existing programs or projects that are already underway within the study area.

This is also true for some of the mid-term improvements; however, there are other projects that are more complex and will require extensive coordination with the public and other agencies. These complex projects and all of the recommended long-term improvements will require a more extensive environmental evaluation process potentially resulting in an Environmental Assessment or an Environmental Impact Statement.

The near-term, mid-term, and long-term improvements are summarized below, along with a description of the anticipated timing of the project, coordination and phasing to be undertaken, and issues to consider for future development.

8.2 Near-Term Improvement Projects

Near-term improvements are defined as those improvements that can be funded through DDOT's existing programs, can generally be completed with minimum NEPA documentation (at the level of a Categorical Exclusion), and have a project cost of less than $5,000,000.

The near-term projects are summarized in Table 8.1 and their implementation is discussed in detail on the following pages. These five near-term projects (shown in Table 8.1) can be implemented fairly easily once funding is in place. Very little coordination between the individual projects is required, and several of the improvements can be implemented through existing projects or programs.

The implementation of each is discussed below:

Project No. 1: East Capitol Street Scenario EC-1
This project provides an immediate improvement for neighborhoods east of the corridor. Due to the improvements to the interchange, westbound traffic on East Capitol Street would gain access to southbound and northbound Kenilworth Avenue. This project can be implemented within two to five years after the completion of project engineering. No new structures are required and all improvements can be accomplished though modifications to the existing infrastructure. Because of the high volume of traffic on westbound East Capitol Street during the morning and afternoon peak hours, a careful analysis of the construction phasing will be required in order to build the two left turn lanes proposed for East Capitol Street.

Project No. 2: Kenilworth Avenue Slip Ramps Safety Improvements
This project can be implemented immediately using existing contracts and programs that DDOT currently has in place. The proposed changes to the slip ramps north of Nannie Helen Burroughs Avenue will provide much-needed safety improvements for vehicles entering and exiting Kenilworth Avenue, will provide traffic calming measures on the service roads adjacent to neighborhoods, and will provide a safer experience for pedestrians and bicyclists who need to move along or cross over Kenilworth Avenue. This project can be implemented as part of the Nannie Helen Burroughs Avenue Bridge Reconstruction Project or independently though DDOT's on-call contracts. A public education program should be part of the implementation plan.

Project No. 3: Corridor Landscaping
Through this project, a landscaping program incorporating elements from the Anacostia Waterfront Transportation Architectural Design Standards is initiated for the entire length of the corridor. The program will enhance the visual quality for drivers and the traveling experience for pedestrians and bicyclists. It can be initiated immediately with a design contract and development of a comprehensive streetscape plan for the corridor. Actual implementation of the landscape improvements can be programmed over the following two to five years as funds become available and opportunities present themselves through new contracts, programmed DDOT improvements, and private development.

Project No. 4: Pedestrian and Bicycle Improvements
The pedestrian and bicycle improvements are categorized in to five general areas needing improvement:

- Pedestrian and bicycle thoroughfare;
- Curb ramps;
- Pedestrian roadway;
- Lighting and signal; and
- Bicycle parking.

Many of these improvements can be implemented through existing projects, including the Benning Road Reconstruction Project, the Nannie Helen Burroughs Avenue Bridge Reconstruction Project, Phase I of the Anacostia Trail (Anacostia Riverwalk), and the Kenilworth Avenue Slip Ramps Safety Improvements.

Other elements of the improvements can be incorporated into ongoing planning studies for projects to be implemented within the next five years. These include the Minnesota Avenue Safety Improvements (Phase I) as part of WMATA's study for pedestrian improvements to the Minnesota Avenue Metrorail Station, and the Minnesota Avenue Metrorail Station Redevelopment Project as part of the Parkside private development.

Lastly, DDOT has existing programs for improving pedestrian pathways where the proposed improvements could be incorporated. The existing programs include the Sidewalk, Curb, and Alley Maintenance Program, the Crosswalk Striping Maintenance

Proj. No.	Title	Description	Benefits	Estimated Cost (2005)
1	East Capitol Street Scenario EC-1	A new connection is made to allow traffic on westbound East Capitol Street to exit southbound and northbound onto Kenilworth Avenue.	• Urban Design	$2,500,000
2	Kenilworth Avenue Slip Ramps Safety Improvements	The slip ramps between Kenilworth Avenue and the parallel service road north of Nannie Helen Burroughs Avenue are consolidated and realigned to improve safety in the corridor and improve traffic operations on Kenilworth Avenue.	• Safety • Visual Quality	$1,000,000
3	Corridor Landscaping	Generally improves visual quality of the corridor through implementation of a corridor wide landscaping, signage, and street furniture program.	• Urban Design • Open Space and Waterfront Connections • Visual Quality	$3,000,000
4	Pedestrian and Bicycle Improvements	Generally improves the pedestrian and bicycle throughway, curb ramps, pedestrian roadway, lighting and signal, and bicycle parking through specific projects and as part of area wide programs.	• Pedestrian Connectivity • Public Transit Access • Safety	$1,200,000
5	Kenilworth Avenue Lighting and Signage Improvements	Additional lighting is installed throughout the corridor in locations where lighting is lacking and where levels were found to be inadequate. Similarly, signing is upgraded to meet FHWA Standards and to effectively communicate major exits.	• Urban Design • Visual Quality • Safety	$1,500,000

Table 8.1: Summary of Near-Term Improvements

		Project Number				
		1	2	3	4	5
Goals	Urban Design / Quality of Life					
	Pedestrian Connectivity					
	Public Transit Access					
	Open Space / Waterfront Connections					
	Visual Quality					
	Safety					
Impacts	Environmental Evaluation					
	Community Involvement					
	Cost					

Key to Impacts

	Low or minor impacts
	Moderate Impacts
	High Impacts

Table 8.2: Summary of Implementation Goals and Impacts for Near-Term Improvements

Program, the Pedestrian Signal Maintenance Program, and the Lighting Improvement Maintenance Program.

Project No. 5: Kenilworth Avenue Lighting and Signage Improvements
This project can be implemented immediately through existing design contracts for engineering services. This will finalize the program and properly site the location of the proposed signs and lighting for the corridor. Implementation of this project will require a decision by DDOT on the type of signage desired for the corridor: traditional green highway signs or brown parkway-like signs similar to the Baltimore-Washington Parkway.

The potential degree of impacts associated with each project is summarized in Table 8.2.

8.3 Mid-Term Improvement Projects

A central goal of the Kenilworth Avenue Corridor Study is to improve access and connectivity to neighborhoods along Kenilworth Avenue. Generally, the mid-term improvements recommended build on initial efforts of the near-term improvements, address some of the missing vehicular connections at existing interchanges, upgrade existing pedestrian connections, and improve connections to adjacent neighborhoods. These mid-term improvements are intermediate steps that build towards achieving the improvements identified as long-term in this study.

Mid-term improvements are defined as those improvements that will need specific funding to be identified, and will require completion of a more extensive environmental evaluation. While some may be accomplished through minimum NEPA analysis (at the level of a Categorical Exclusion), most will require an Environmental Assessment or Environmental Impact Statement, as well as an extensive community involvement program. Generally, these projects are estimated to cost more than $5,000,000.

The mid-term projects are summarized in Table 8.3 and implementation is discussed in detail on the following pages. These seven mid-term projects will require extensive planning and coordination, including decisions on timing of improving each of the three interchanges that are relatively close to each other. Each will also require a well-informed public involvement process, as well as coordination with Maryland, especially in the case of the Eastern Avenue project.

The implementation of each of the seven projects is discussed below.

Project No. 6: East Capitol Street Scenario EC-2

This project builds on the improvement at this interchange made in the near-term program. Completion of this project will provide for all vehicular movements at his interchange. Although this project could be accomplished through a Categorical Exclusion, it will require an extensive public involvement plan and coordination with agencies within the District, as well as others such as CSX Railroad. The existing structures at Kenilworth Avenue could be affected by the improvements and will require the construction of new retaining walls. This will result in considerable impacts on traffic during construction; which should be mitigated through careful phasing of the work.

Project No. 7: Neighborhood Identification Program

This project creates a neighborhood signage program for the 11 neighborhoods that border Kenilworth Avenue (Dupont Park, Twinning, Greenway, Fort Dupont, River Terrace, Mayfair, Benning, Central Northeast, Eastland Gardens, Deanwood, and Kenilworth). The design of the signs will incorporate elements from the Anacostia Waterfront Transportation Architecture Design Standards, and will be designed in consultation with the neighborhood residents. The project will likely require minimum NEPA analysis (potentially at the level of a Categorical Exclusion).

Project No. 8: Replace or Improve Pedestrian Bridge at Minnesota Avenue Metrorail Station

This project replaces the existing pedestrian bridge leading to the Minnesota Avenue Metrorail Station with a new structure designed to meet current standards. Construction of the bridge must be coordinated with the traffic operations along Kenilworth Avenue. The replacement will likely require minimum NEPA analysis (at the level of a Categorical Exclusion). Since the planned improvements for private development at Parkside is dependent on, and potentially enhanced by access to the Minnesota Avenue Metrorail Station, a financial contribution from the developer towards replacement of the bridge is anticipated.

Close coordination with WMATA will be required to implement this project since the current bridge connects to a tunnel under the jurisdiction of WMATA. If elevators are introduced as part of the program, maintenance agreements with the developer and WMATA will need to be executed in order to clearly define future responsibilities. This is an important connection for the existing communities west of Kenilworth Avenue. Maintaining access during construction of the new structure is critical; a successful public involvement program will ensure that the location and access to any future structure is acceptable to all stakeholders.

Project No. 9: Replace Pedestrian Bridge at Douglas Street/Deanwood Metrorail Station

This project is similar to Project No. 8 but involves the replacement of the existing pedestrian bridge at Douglas Street that connects to the Deanwood Metrorail Station. Similar to the previous project, a new structure will be designed to meet current standards, and construction of the bridge will have to be coordinated with the traffic operations along Kenilworth Avenue. The replacement will likely require minimum NEPA analysis (at the level of a Categorical Exclusion). Since development activity in Ward 7 has become very active in recent years, DDOT should explore opportunities to advance this project in conjunction with a private development project if appropriate.

This facility does not directly impact WMATA; however, coordination with that agency is desirable since the bridge is an important connection between the Deanwood Station and existing communities west of Kenilworth Avenue. Maintaining this access during construction of the new structure is critical and a successful public involvement program will ensure that the location and access to any future structure is acceptable to all stakeholders.

Project No. 10: Comprehensive Eastern Avenue Improvements

While this project affects a wide area between Nannie Helen Burroughs Avenue and Eastern Avenue, the primary focus will be the implementation of Eastern Avenue Scenario EA-2. This scenario improves pedestrian access across Kenilworth Avenue through streetscape and landscaping improvements. Under this project, the existing Eastern Avenue bridge is replaced which will be a major undertaking for a highway as busy as Kenilworth Avenue. Careful phasing of the work is required in order to minimize traffic disruptions for the 140,000 vehicles per day that pass beneath the existing structure.

Coordination with the Maryland State Highway Administration (SHA) is critical for the success of this project. At this time, Maryland is planning a major reconstruction of the Kenilworth Avenue bridge over AMTRAK and Beaver Dam Branch immediately north of Eastern Avenue. That project is likely to be complete before this project is initiated, which may extend the period of inconvenience for daily commuters.

This project also includes traffic calming improvements for the service roads on either side of Kenilworth Avenue, lighting improvements, and other safety and ADA-related improvements in the adjoining neighborhoods, particularly on routes leading to the Deanwood Metrorail Station.

The local neighborhoods that rely on the Eastern Avenue interchange and the service roads to connect to Kenilworth Avenue will be severely affected by the construction activities. Alternate routes to and from Kenilworth Avenue will need to be identified and vetted through a community involvement process.

Given the level of potential community impacts, this project may require an Environmental Assessment prior to implementation.

Project No. 11: Benning Road Scenario BR-1

The mid-term Benning Road improvements primarily provide safety improvements to the at-grade intersection of Benning Road and northbound Kenilworth Avenue. Extensive reconstruction of the retaining walls supporting northbound traffic on Kenilworth Avenue and the existing bridge deck over southbound Kenilworth Avenue is required. A detailed engineering analysis and careful phasing of the planned work will be needed. Southbound traffic will be affected by the construction activity. Construction should minimize traffic and community impacts.

This project is adjacent to the East Capitol Street interchange, requiring close coordination with EC-2. Likewise, the Eastern Avenue improvements, while further north along the corridor, should also be closely coordinated if occurring simultaneously with this project.

Public involvement will be important, as there will be changes to the access between the River Terrace community and southbound Kenilworth Avenue. The changes are relatively minor; however, those modifications, combined with the safety improvements for northbound traffic, will warrant special attention to the concerns of all stakeholders.

This project is a precursor to full reconstruction of this interchange as a long-term project. Given the level of potential community impacts, this project may require an Environmental Assessment prior to implementation.

Proj. No.	Title	Description	Benefits	Estimated Cost (2005)
6	East Capitol Street Scenario EC-2	This scenario builds on Scenario EC-1, a near-term improvement, and adds the three missing movements; southbound Kenilworth Avenue to eastbound East Capitol Street and northbound Kenilworth Avenue to east- and westbound East Capitol Street.	• Urban Design	$30,000,000
7	Neighborhood Identification Program	Generally improves wayfinding in the corridor and contributes to a sense of place by implementing a corridor-wide neighborhood identification and signage program	• Urban Design • Visual Quality	$500,000
8	Replace or Improve Pedestrian Bridge at Minnesota Avenue Metrorail Station	The existing pedestrian bridge to the Minnesota Avenue Metrorail Station is replaced.	• Pedestrian Connectivity • Public Transit Access • Open Space and Waterfront Connections • Visual Quality • Safety	$2,500,000
9	Replace Pedestrian Bridge at Douglas Street/Deanwood Metrorail Station	The existing pedestrian bridge at Douglas Street that leads to the Deanwood Metrorail Station is replaced.	• Pedestrian Connectivity • Public Transit Access • Open Space and Waterfront Connections • Visual Quality • Safety	$2,500,000
10	Comprehensive Eastern Avenue Improvements	This project implements a number of improvements north of Nannie Helen Burroughs Avenue interchange, including the Eastern Avenue Scenario EA-2.	• Urban Design • Pedestrian Connectivity • Public Transit Access • Open Space and Waterfront Connections • Visual Quality • Safety	$22,500,000
11	Benning Road Scenario BR-1	Scenario BR-1 provides for safety improvements to the at grade intersection of Benning Road and northbound Kenilworth Avenue.	• Urban Design • Safety	$20,000,000
12	Pedestrian and Bicycle Related Improvements	Recommendations to improve the pedestrian and bicycle network during the mid term build on the improvements that were undertaken in the short term.	• Pedestrian Connectivity • Public Transit Access • Safety	$750,000

Table 8.3: Summary of Mid-Term Improvements

		Project Number						
		6	7	8	9	10	11	12
Goals	Urban Design / Quality of Life							
	Pedestrian Connectivity							
	Public Transit Access							
	Open Space / Waterfront Connections							
	Visual Quality							
	Safety							
Impacts	Environmental Evaluation							
	Community Involvement							
	Cost							

Key to Impacts

	Low or minor impacts
	Moderate Impacts
	High Impacts

Table 8.4: Summary of Implementation Goals and Impacts for the Mid-Term Improvements

Project No. 12: Pedestrian and Bicycle Improvements

The mid-term pedestrian and bicycle improvements are a continuation of the near-term improvements and can be implemented through existing programs or planned projects.

The Anacostia Riverwalk, through Phase II of the Anacostia Trail project, will provide access from the River Terrace community to the East Capitol Street bridge. It will also provide access from the Twinning neighborhood to the Anacostia Park and waterfront by providing a new shared-use path under Kenilworth Avenue. Other improvements include new sidewalks, crosswalks, and wayfinding signage. Some of these projects will require coordination with the National Park Service (NPS), as they impact access to and from the Fort Circle parks under the jurisdiction of NPS. It is anticipated that most, if not all, of these improvements will be well-received by the neighborhood community.

One important improvement will be the conclusion of the evaluation as to whether the pedestrian bridges at Nash Street and Lane Place should be rehabilitated or removed. These bridges get little or no activity but not all members of the community have had an opportunity to fully participate in the decision to remove them. The Nash Street bridge will ultimately be replaced with a new road connection when Kenilworth Avenue is depressed in Project No. 15 (discussed under long-term improvements). The Lane Place bridge does not provide access to any business or community destination point and terminates at the service road east of Kenilworth Avenue.

The potential degree of impacts associated with each project is summarized in Table 8.4.

8.4 Long-Term Improvement Projects

Implementation of the long-term improvements will complete the transformation of Kenilworth Avenue into a pedestrian- and bicycle-friendly environment that is safer for drivers, and provides a pleasant visual and physical environment.

Long-term improvements are defined as those improvements that can be implemented by DDOT between 10 and 20 years from the final date of this report. These improvements typically require a major expenditure of funds to accomplish and are contingent on successfully acquiring the proper environmental permits, including completing Environmental Assessments or Environmental Impact Statements.

Generally, these projects cost in excess of $10,000,000.

The long-term projects are summarized in Table 8.5. Their implementation is discussed in detail on the following pages. Each of the five long-term projects is challenging and complex. Each requires extensive reconstruction of the existing infrastructure and will have a significant impact on traffic. As in the mid-term projects, difficult decisions are required as to timing of these projects, as three (Nos. 13, 14 and 15) are located relatively close to each other. These projects, including Nos. 16 and 17, will most likely require an Environmental Impact Statement and a well-informed public involvement process.

Project No. 13: East Capitol Street Scenario EC-4 or EC-5
This project finalizes the improvements for this interchange by building on the improvements made in the near- and mid-term. Completion of this project will provide for all vehicular, pedestrian, and bicycle movements at this interchange.

The final configuration, either a diamond interchange (EC-4) or a single point urban interchange or SPUI (EC-5), will be made though further engineering design and analysis.

Both scenarios require complete reconstruction of the existing interchange, a complicated proposition given the complex movements and large volumes of traffic. This project will require advanced environmental evaluation, potentially at the level of an Environmental Impact Statement.

Due to the potential disruption in movements for the adjacent communities and commuters, an extensive public involvement plan and coordination with agencies within the District, as well as others such as CSX Railroad, will be necessary.

Project No. 14: Benning Road Scenario BR-5
The long-term Benning Road improvements rebuild the existing Benning Road bridge as two structures, one for east- and one for westbound traffic, improving pedestrian and bicycle safety, as well as improving traffic operations on and off Kenilworth Avenue. Northbound Kenilworth Avenue will also be lowered, and the Benning Road intersection will be moved to the east side of Kenilworth Avenue at the intersection of two new ramps for exiting and entering traffic.

This is a complex project that will require advanced engineering and construction phasing. Depressing Kenilworth Avenue will not be an easy undertaking due to the constrained site.

This project is adjacent to the East Capitol Street interchange, and close coordination with that project will be required. Similarly, depressing Kenilworth Avenue to build the new extension of Olive Street at Ord or Nash Street will also need to be closely coordinated with improvements at the Benning Road interchange.

Public involvement will be important, as there will potentially be significant impacts to the River Terrace community and to motorists, pedestrians, and bicyclists who use the Benning Road bridge.

Project No. 15: Extend Olive Street to Ord or Nash Street
Under this project, Kenilworth Avenue is depressed to allow construction of a new connector at either Ord Street or Nash Street that will connect to Olive Street and will accommodate vehicles, pedestrians, and bicyclists. This project will require careful engineering design and construction phasing.

Project No. 16: Park Road
A new Park Road would unify the many parks and recreational areas along the Anacostia River; however, since most of this road would be Federal property, NPS will need to be a cooperating partner in this endeavor.

The three proposed connections - Anacostia Avenue to Eastern Avenue, Benning Road to Barney Circle, and Park Road at Massachusetts Avenue - each met with some opposition at the public meetings and workshops held during the course of the study. Advancing these projects will require additional study, including potentially preparing an Environmental Impact Statement, and support from NPS.

Project No. 17: Massachusetts Avenue Park Road Bridge
This project provides a new connection for pedestrians, bicyclists, and park maintenance vehicles across the Anacostia River. This project met with some opposition at the public meetings and workshops held during the course of the study. Advancing this project will require support from the NPS, the National Capitol Planning Commission, and the Commission of Fine Arts.

Proj. No.	Title	Description	Benefits	Estimated Cost (2005)
13	East Capitol Street Scenario EC-4 or EC-5	Either a diamond interchange (EC-4) or a single point urban interchange (EC-5) is built to replace the existing interchange, providing for vehicular, pedestrian and bicycle movement on, off and across Kenilworth Avenue.	• Urban Design • Pedestrian Connectivity • Open Space and Waterfront Connections • Safety	EC-4 $89,500,000 EC-5 $94,000,000
14	Benning Road Scenario BR-5	This scenario rebuilds the existing Benning Road bridge into two structures, one for east- and one for westbound traffic, allowing pedestrian and bicycle traffic to move over Kenilworth Avenue in a safer manner and improving traffic operations on and off Kenilworth Avenue.	• Urban Design • Pedestrian Connectivity • Public Transit Access • Open Space and Waterfront Connections • Safety	$52,750,000
15	Extend Olive Street to Ord or Nash Street	Depress Kenilworth Avenue to allow construction of a new connector at either Ord Street or Nash Street that will accommodate vehicles, pedestrians and bicyclist.	• Urban Design • Pedestrian Connectivity • Public Transit Access • Open Space and Waterfront Connections • Visual Quality • Safety	$72,500,000
16	Park Road	A new Park Road unifies the many parks and recreational areas along the Anacostia River, linking major destinations and neighborhoods from Eastern Avenue with points south.	• Urban Design • Pedestrian Connectivity • Open Space and Waterfront Connections • Visual Quality	$10,000,000
17	Massachusetts Avenue Park Road Bridge	This project provides a new connection for pedestrians, bicyclist, and possibly vehicles using the new Park Road across the Anacostia River.	• Urban Design • Pedestrian Connectivity • Open Space and Waterfront Connections • Visual Quality	$15,000,000

Table 8.5: Summary of Long-Term Improvements

Construction within the Anacostia River will require careful analysis and preparation in order to minimize impacts to the ecosystem. Coordination with the Park Road project and the proposed Anacostia Riverwalk will be essential.

		Project Number				
		13	14	15	16	17
Goals	Urban Design / Quality of Life					
	Pedestrian Connectivity					
	Public Transit Access					
	Open Space / Waterfront Connections					
	Visual Quality					
	Safety					
Impacts	Environmental Evaluation					
	Community Involvement					
	Cost					

Key to Impacts

	Low or minor impacts
	Moderate Impacts
	High Impacts

Table 8.6: Summary of Implementation Goals and Impacts for the Long-Term Improvements

8.5 Implementation Timeline for Project Improvements

A tentative project timeline was developed (Table 8.7) to provide one scenario for implementing improvements within the Kenilworth Avenue Corridor.

		2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
Near-Term Projects	Identify Funding																					
	Environmental Evaluation																					
	Engineering Plans																					
	Acquire Right-of-Way																					
	Permits and Approvals																					
	Construction of Projects																					
Mid-Term Projects	Identify Funding																					
	Environmental Evaluation																					
	Engineering Plans																					
	Acquire Right-of-Way																					
	Permits and Approvals																					
	Construction of Projects																					
Long-Term Projects	Identify Funding																					
	Environmental Evaluation																					
	Engineering Plans																					
	Acquire Right-of-Way																					
	Permitsand Approvals																					
	Construction of Projects																					

Table 8.7: Tentative Project Timeline